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Natural Resource

Jobs & Training Capability

Task Force Report



December 15, 1992



Caring For the Land and Serving People

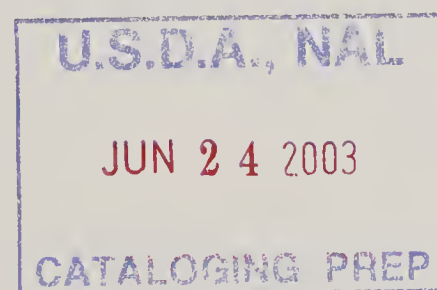
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EXECUTIVE SUMMARY

Natural Resource Jobs/Training Capability

SIGNIFICANCE

Two significant issues facing the nation are environmental protection (clean water, air and healthy ecosystems, etc.) and national economic growth (jobs, jobs training). Potential resolution of these issues can be complementary if created jobs and training are directed toward improving the environment.

The number of unemployed people in the United States during June 1992, reached 9.3 million or 7.8 percent. African Americans (13.9 percent) and Hispanics (11.8 percent) are unemployed along with teenagers (18.3 percent). Another 6.5 million persons worked part-time preferring to work full-time. The number of long-term unemployed has tripled between mid 1990 and 1992. Unemployment rates have approached 50 percent among various ethnic neighborhoods in inner cities and on Indian Reservations. Labor Statistics from Department of Labor do not list those who no longer actively seeking employment.

These citizens are as important a part of the infrastructure needing care and rebuilding as are the work projects such as recreation sites and bridges. To this end work programs will prepare workers for the 21st Century. This is clearly an investment in the Nation's human capital. This investment will enhance the Nation's competitive advantage in general and the Nation's renewable resources specifically. In addition to instilling a work ethic and sense of self-worth in individuals, experiences and training gained will lead to a greater understanding of the complexity of the Nation's and World's most pressing environmental problems.

Opportunities for completion of natural resource conservation projects on the nation's public and private lands are almost unlimited. Projects range from trail maintenance, direct watershed improvements, forest and ecosystems health activities such as prescribed burning and wildland fire prevention, to the rehabilitation of 50+ year old facilities at 10,000 developed recreation sites. The replacement of 250,000 bridges over 20 feet in length through State Grants to counties is a major community work opportunity helping to rebuild the public infrastructure.

These programs are an investment in the Nation's human capital. Investments in human capital such as those proposed enhance the Nation's comparative advantage in general and the Nation's renewable resources specifically. Experiences gained through the proposed training would lead to development of a cadre of people required to solve some of the Nation's most pressing environmental problems.

CAPABILITY/PUBLIC BENEFIT

Jobs in Natural Resources– A short term program initiated in 1993 could generate 10,000 to 25,000 jobs for a cost of \$935 million. Using present authorities, some of these jobs can be active within 60 days. A longer term effort of at least three years, for an annual cost of \$960 million would retain 25,000 jobs per year. The result of this work could significantly improve the condition of the nation's natural resources. Thousands of backlogged and unfunded projects would be completed.

Job Corps– The student capacity of the 18 Job Corps Civilian Conservation Centers on Forest Service lands can be expanded by 968 to a total enrollment of 4,861. This would require \$31.3 million for new dormitory and training space plus an annual \$13.8 million for staff and student services (\$14,300 per student). Further, the capacity exists to add 32 new Conservation Centers under National Forest operation. Each Center would serve 280 students for a total new student capacity of 8,960. Each new Center would cost approximately \$17 million (\$554 million for 32 Centers) constructed entirely through the private sector. Annual operating costs for these new Centers would require \$4.7 million each, or \$152.6 million annually.

Youth Training/Work Experience– A huge backlog of unfunded conservation work on public lands provides a means by which American youth and young adults 14 to 22 can work, learn and earn. Public land management agencies under existing Youth Conservation Corps (YCC) authorities can provide 90 day work opportunities for 35,000 youth age 15 to 18. This would require appropriations of \$175 million (\$5,000 per youth). Twelve residential locations have been identified and an estimated 100 non-residential sites are possible.

New authority, similar to the expired P.L. 95-93 YACC (Young Americans Conservation Corps), could also provide additional public works employment for up to 75,000 youth age 16 to 22 at an investment of \$395 million (\$9,000 per youth). An older Americans public works authority could also support these youth programs by providing role models and experienced supervision.

Older Americans Training, Skills Utilization– Forest Service has the capability to double the present Senior Community Services Employment Program (SCSEP) to an enrollment of 12,000 through a DOL grant of \$52.5 million. Expanding this training and jobs sponsorship effort could boost rural economies through work appraised at over \$81 million yearly. In addition, enabling legislation is needed to support specific public works full time employment that is sensitive to the skills and physical conditions of older Americans. Work authority specific to Americans over 55 years of age would provide an opportunity for them to be fully utilized, improve their economic status, assist in accomplishing public works projects, and provide role models and experienced supervisors for youth employment programs.

Public/Private Cooperation– Through partnerships with public and private organizations, the Forest service can stimulate approximately \$400 million in public works on both Federal and other lands. In 1991, \$195 million was accomplished through current cooperators under 2200 agreements. \$125 million of this amount was through State Grants. Program planning and program administration costs typically average 3 to 20 percent, depending upon whether cooperators lead in the work or the Forest Service acts directly. Additional enabling legislation is needed.

Volunteer Participation– Volunteerism is a characteristic of the American people. In recent years the participation of people as volunteers for the Forest Service has steadily increased. In 1991 109,000 people volunteered 2,577 person years of work valued at \$41 million. This effort could be doubled with funding to recognize the necessary program management and support cost judged to be about \$5,000 per volunteer person year. With 218,000 volunteers in the Forest Service, unfunded work completed could double and public conservation awareness would grow.

FOREST SERVICE EXPERIENCE:

Over the past three years, the Human Resource Programs of the Forest Service served 312,801 Americans, and accomplished 29,066 person years of work valued at \$296.2 million. The Forest Service has a history and long experience with public employment, job and educational training, partnerships and volunteer participation efforts. This experience began with the Civilian Conservation Corps of the 1930's and has progressed at various levels and through numerous programs to the present. The Forest Service directly employs 20,000 seasonal employees, many of whom are students. Support for roads and schools is provided from payment of 25 percent of Forest Service gross receipts to counties with National Forest Lands.

The Forest Service was a pioneer agency in the development of the Job Corps program. In the late 1960's they operated nearly 50 Job Corps Civilian Conservation Centers. The Forest Service operates 18 such Centers today in 12 States, under an interagency agreement with the Department of Labor. The Job Corps began as a Great Society program in 1964 under Title I-A of the Economic Opportunity act of 1964 to prepare youth and unskilled adults (age 16-22) for entry into the labor force and to gain General Educational Development. Forest Service authorized funding is nearly \$70 million for the 18 Centers and related support to 9,000 students annually. Centers provide not only education and vocational skills training, but also accomplish natural resource and local community work valued at \$20 million annually.

Recent legislation created the National Forest Foundation to forge private funding source partnerships to help further Forest Service programs on National Forest Lands. The Foundation has expressed interest in funding a *Youth Training* Partnership Initiative. Residential camps on National Forests will provide rural and urban Youth conservation work experience and leadership training with a salary incentive.

In September, 1974 P.L. 93-408, the Youth Conservation Corps Act, was signed into law to expand and make permanent the program to provide summer employment among the nation's youth age 15-18, help save and maintain public lands and waters, and to develop an understanding and appreciation by youth of the Nation's natural environment and heritage. While funding reached \$19.1 million in 1977 and 1978 with some 1598 residential camps in the Forest Service, Congress did not appropriate program funding after 1980. The Forest Service has continued program support at about \$1.5 million annually, providing 250 person years (1200 youth) of work valued at \$3.5 million.

The Senior Community Service Employment Program (SCSEP) provides part-time community service employment for low-income persons, who are 55 years of age or older, and need assistance or sponsorship into full time unsubsidized employment. Operated through an interagency Agreement negotiated annually with the Department of Labor, the Forest Service employs some 6,000 *Older Americans* part time (2700 work years), to receive training and job sponsorship through work on National Forest and Research activities under a DOL Grant of \$26 million. Value of work completed was over \$40 million in FY 91.

The *Volunteers* in the National Forests Act of 1972 (PL 92-300) provides formal and permanent authority to the Forest Service to accept services of volunteers without incurring a wage liability. The objectives are to recruit, train, and gain public participation in work complementing regular Forest Service activities. In FY 92, 109,000 volunteers provided 2,577 person years of work valued at \$41 million in visitor services, conservation and other activities. Sixty Seven percent of this was support to Recreation (Trails, campgrounds, rifle ranges, etc). The Act provides those under a volunteer agreement with Tort Claim and Workman's Compensation reimbursement for injuries and incidental expense incurred.

The Forest Service also has a long history of *partnership* work with groups and individuals interested in trail management, wildlife habitat improvements, recreation area developments, wilderness protection, etc. In 1991 \$195 million in work was accomplished; including \$125 million through State matching grants creating an estimated 20,000 jobs. Work examples include—sponsorship of workshops with other Federal Agencies to encourage collaborative action at State and community levels; Competitive scholarships for minority students majoring in natural resource related fields; Cooperative support to Tribal Governments to provide an environment for these Tribes to accomplish workforce and skills training doing work on the National Forest. Public support and understanding of environmental protection and management is a major public benefit.

JOBS/TRAINING IN NATURAL RESOURCES

Assumptions

CAPABILITY

Job and training capabilities associated with USDA Forest Service programs are immense. The potential for experience and understanding gained in working on environmental needs very rewarding. In looking at jobs and training opportunities associated with Forest Service programs we assumed in our assessment of Administrative and Resource capabilities that Americans out of work today are about 50 percent skilled. This was found to be the case in the Opportunity Los Angeles program carried out during 1992.

There are skilled workers who can contribute greatly to the environmental work associated with the public lands. Their skills could be utilized on a wide variety of projects and expanded to include supervisory, leadership and training roles.

About 50 percent of those out of work have few skills but can be given training and experience to allow them to reestablish themselves in the work place through a wide variety of projects associated with the management and care of public lands.

In the JOBS AND TRAINING IN NATURAL RESOURCES capability assessment we estimated that between 11,000 and 25,000 Americans could be employed the first year at a cost ranging from \$422 million to \$935 million. Then 25,000 could be employed each year after that for three years at a cost of \$960 million per year. Costs are estimated by Resource and Engineering staffs based upon the types of activities and work available. The natural resource and administrative functions, outlined in the paper offer a wide range of experiences, ranging from basic labor type work on trails, to research intern work in one of the 70 Forest Service Research facilities nationwide. Costs include the following assumptions:

Each of the 630 Ranger Districts in the Forest Service could utilize from 20 to 60 persons in carrying out the work needed on the 191 million acre National Forest Lands.

The average cost per worker full time for a year would be about \$40,000 with half this amount being materials and labor depending, of course, on the type work and skills involved.

Labor projects that do not, 1) require detailed engineering designs, 2) NEPA analysis, 3) involve controversy or are vulnerable to appeal, and 4) require other Federal or State permits, can begin immediately. Out of work sawyers, for example, would be employed for timber stand improvement work or nursery operations, Native American fire crews would be trained and used for fuel reduction efforts, and construction workers complete structural maintenance on a wide range of facilities, etc.

Technical work experiences could include the implementation of Geographic Information Systems on all National Forests. This work, for example, requires the resource inventory of 7 to 15 layers of data (i.e., Timber stand types, roads, vegetation types, rivers, soils) on all Ranger Districts. Once the survey data is acquired, the information must be digitized then added into computer data bases on each district. To date about 20 percent of the 630 Ranger Districts have accomplished GIS implementation. A wide range of skills can be developed and experience gained in carrying out this state of the art information graphics. In addition, 38% of Land Line boundary survey and marking work on the National Forests remains to be done. This involves some 272,409 miles of survey work. The need to remeasure Research plot data taken over many years is also required. These projects can build new skills, increase existing talents, and provide direct environmental improvement of public lands.

Work can be contracted out; shared through cooperating companies or organizations; by Americans hired immediately as temporary Forest Service employees, or under new public works enabling legislation (i.e., Accelerated Public works Program of 1962).

Cost estimates include labor, equipment and material costs. Labor costs reflect appropriate wage rates for the work performed. Some projects such as fuels management, timber stand improvement or trail maintenance are labor intensive and therefore lower in cost. Projects such as building or bridge construction are material and equipment intensive and much higher in cost. Technical work in Research, land survey, and Geographic information gathering would be longer term training investments under skilled Forest Service or contractor supervision.

COST SHARING AND COOPERATIVE WORK/TRAINING/EXPERIENCE

A major opportunity exists in cooperation with State Governments to provide for Federal matching grants to carry out work on public and private (adjoining trails, rivers, boundary surveys, etc.) lands. In FY 92 \$125 million was granted to States for matched funding work. This provided about 20,000 person years of work (\$26,000 each). Such grants to States or others can greatly reduce Federal costs both directly and in program administration.

In addition, cost share agreement with groups, firms and individuals can provide work and environmental educational experiences on joint projects with up to 50 percent of funding coming from the cooperator. A timber bridge replacement initiative, for example, needed to replace over 250,000 bridges in the United States over 20' in length (\$40,000 each) could be done through State matching grants. This would involve nearly all areas in the country, provide work and training, and share Federal costs by 50 percent.

In 1992 over 2200 agreements were initiated with cooperative groups to carry out public works both on National Forests and State lands. Federal costs through cooperative grants can be reduced up to 50 percent but this varies greatly by cooperator involvement, and the type of work to be done.

Other cooperation could include military provided facilities to house resident camps, provide transportation and even supervise crews at nearby work sites. Some 20 military facilities exist near National Forest lands that may have facilities available to support resident public work activities. Resident facilities would need to be surveyed for appropriate public use (i.e., safety and health). The Forest Service would retain project planning and design responsibilities and oversight to ensure work is environmentally sound and according to standard. Use of the military could reduce project costs 10% to 20%.

By using a combination of the above opportunities, the first year Federal cost (\$935 million) of providing up to 25,000 persons training and experience could be reduced. The extent would depend on the relative mix of methods. For example the first year cost could be reduced 15% if:

- 50 percent of the work were accomplished through Forest Service established contracting, procurement or hiring authorities.

- 20 percent of the work was accomplished through cooperative cost share agreements with groups and individuals.

- 10 percent of the work was accomplished using the military for logistical and supervisory assistance.

JOBS IN NATURAL RESOURCES

SIGNIFICANCE

The National unemployment for June 1992 was 7.8 percent, with 13.9 percent of African Americans and 11.8 percent of Hispanics unemployed. Teenagers were unemployed (18.3 percent) for a total population of some 9.3 million persons (Bureau of Labor Statistics, Department of Labor letter 92-714). Rates among ethnic neighborhoods in inner cities reached nearly 50 percent. In addition, those working part-time even though they would have preferred full-time work was 6.5 million persons in October 1992. Data do not record those no longer actively seeking employment. While data reflects some slight improvement, those out of work are a major source of economic stress in the United States. In addition, the skills invested in these persons are not being utilized; a loss to the public benefit in accomplishing needed public works.

Work on public projects will provide a maximum return on the investment, not only through increase employment at a time when jobs are critical, but also in meeting longstanding public needs to improve community services, enhance health and welfare, and improve natural resource conservation.

CAPABILITY

Forest Service lands and programs have the immediate capability to offer projects that will provide employment and assist communities in helping themselves. Through temporary hiring and public contracts, jobs can be created immediately to aid people of all ages, enhance our natural resources and improve facilities to better care for our land and serve our people. The accomplishment of needed conservation work can also provide in our youth and adults a long term training investment in environmental education, work experience, rural community development, and technical forestry assistance for urban areas. Opportunities under a new public works and funding authority include:

A program initiated in 1993 could generate from 11,000 to 25,000 jobs at a cost of \$935 million. Using present authorities, such as direct hire, private firm contracting and cooperative grants, some of these jobs can be on line immediately.

A longer term effort over three years, for an annual cost of \$960 million each year, would retain 25,000 jobs per year. The result of this work will provide jobs skills training and significantly restore the condition of the nation's natural resources. Thousands of backlogged and unfunded projects would be completed.

A public employment program in natural resources could be delivered through several avenues. They include contracting, grants and agreements with cooperators, direct hiring, or specially enacted public employment authority. These various alternatives allow management flexibility in cooperation with local communities, other government agencies, and non-profit organizations.

An initial approach emphasizes working with the private sector, other government agencies and organizations. The expectation is that outside organizations can provide program administration to complete needed projects without impacting the size of government under direct hire.

This effort would utilize non federal government organizations in all aspects of program from hiring to project supervision. This effort would generate jobs in the short run to accomplish much of the "Unfunded Work" shown on the attached chart.

Concurrently, direct hiring of small work crews at the Ranger District level on a temporary basis could begin quickly with project funding. This work, not being presently accomplished due to the lack of staff and funding, could employ about 6500 temporary employees as soon as 60 days following the approval of funding.

Most short-term projects include maintenance and improvements of facilities, or support to daily operations, that do not require formal planning or design. This aids in the speed with which the jobs can be provided. The long-term projects will require some level of formal planning under the National Environmental Policy Act and/or engineering design. Public works funding must include not only salary, but material and the necessary support to complete planning efforts.

FOREST SERVICE EXPERIENCE

The Forest Service has initiated, managed and implemented employment programs for many years. Our relationship with the Civilian Conservation Corps began in the 1930's and has served as a model for many employment and training programs. That program was also a response to economic stress. The CCC resulted in hiring and training about 30,000 thousand young men, and contributed greatly to the management of natural resources in this country. Much of the work accomplished is still paying public dividends in the 1990's. For example, campgrounds, facilities, forest health projects and wildlife habitat projects are just a few.

Most recently Opportunity Los Angeles (OLA) allowed the hiring of immediate public work crews from the unemployed after the Los Angeles riots of April 1992. That effort illustrates the ability of the Forest Service to rapidly mobilize and the amount of work available to be done in support of positive social and tangible results. The OLA program employed 647 people within a month and put them to work for six months at jobs fully needed on the national forests in Southern California. Examples of completed work include disabled access projects, campground renovation, facilities repair, forest health projects, range land improvement projects and fire suppression.

Other programs utilized over the last 20 years include the Youth Conservation Corps, the Young Adult Conservation Corps (expired in 1982), and the Jobs Corps. The 1964 Job Corps Civilian Conservation Centers are a major training and employment program intended to alleviate severe employment problems and education deficiencies found among disadvantaged youth throughout the United States.

ENABLING LEGISLATION

Legislation exists to support the immediate startup of the program pending the appropriation of project funds. Over the long term, the program will require Public Employment legislation to support a comprehensive public works program. These authorities should provide for placement in jobs of people of all ages, and permit them to work on and off federal lands.

PROJECT DETAIL

See attached chart of UNFUNDED WORK and jobs ACTIVITY DESCRIPTIONS.

UNFUNDED WORK

NATURAL RESOURCE CONSERVATION ACTIVITIES	COST (\$MILLIONS) AND JOBS POTENTIAL (Employment in Person Yrs.)					
	IMMEDIATE - First Year			2nd THRU 4th Years		
	LOW RANGE		HIGH RANGE			
	COSTS	JOBS	COSTS	JOBS	COSTS	JOBS
Watershed Improvements	13.4	276	32.8	674	76.5	1,560
Range Improvements	7.2	181	17.5	438	22.2	458
Range Vegetative Management	2.9	58	4.8	96	146.4	2,928
Wildlife Habitat Improvements	20.6	514	50.1	1,253	97.5	2,433
Fish Habitat Improvement	14.4	289	34.9	698	92.1	1,846
T&E Species Habitat Improvement	4.3	108	27.0	675	50.5	1,268
Timber Stand Improvement	40.7	1,234	81.3	2,464	243.9	7,392
Insect and Disease Control	6.0	120	10.0	200	30.0	600
Minerals (Inactive Mine Rehab)	--	--	4.5	90	6.0	120
Fuels Management	1.3	40	132.0	4,000	396.0	12,000
Facilities						
Administrative Buildings	21.4	325	39.6	600	150.0	2,250
Research Buildings	15.6	237	29.3	443	82.0	1,200
Roads and Bridges	48.3	805	80.8	1,347	300.0	5,000
Dams	3.0	50	5.0	80	10.0	170
Recreation						
Facilities Backlog	33.1	663	60.7	1,214	200.0	4,000
Trail Backlog	18.1	548	30.0	909	140.0	5,100
Site Routine O&M	84.0	2,230	140.0	3,720	364.0	9,660
Land Line: Boundary Survey & Marking	3.5	100	8.5	250	29.9	885
Research Inventory Plots	4.3	145	10.0	333	30.0	999
Post Graduate Training	9.0	300	15.0	500	45.0	1,500
Urban & Community Tree Planting and Care	50.0	2,500	100.0	5,000	300.0	15,000
Reforestation and TSI on Non Industrial Forest Land	20.0	606	20.0	606	60.0	1,818
Timber Bridges	1.2	20	1.2	20	7.5	125
TOTALS	\$422.3	11,349	\$935.0	25,610	\$2,879.5	78,312

NOTE: Employment estimated based on ratios of jobs per thousand dollars in costs. These ratios vary from \$20,000 per labor intensive job to over \$60,000 per heavy construction job. They include materials, supervision and program support.

ACTIVITY DESCRIPTIONS

Watershed Improvements - Projects to protect wetlands, reestablish vegetative cover in riparian zones, shape gullied land, revegetate denuded areas and to eliminate acid and other pollutant drainage from abandoned mines and oil and gas wells to improve watershed conditions, fisheries and wildlife habitat and recreation opportunities.

Range Improvements - Range improvements consist of fencing and water development structures, and revegetation of denuded areas to improve forage conditions, wildlife and fish habitat, and soil and water quality.

Range Vegetation Management - Encompasses all activities associated with the management of NFS rangelands. Includes the description of baseline resource information for rangeland ecosystems, resource management planning, monitoring, administration of permitted livestock grazing, coordination of other land uses, and tracking compliance with forest plan and other management objectives. This is an interdisciplinary effort requiring significant coordination and commitment of resources by effected resource areas, user groups, and interested members of the public.

Wildlife Habitat Improvement - Construction and maintenance of structures and enhancement of habitat. Improvement activities include prescribed burning, opening construction and rehabilitation, wildlife stand improvement, seeding and planting, and water hole construction.

Fish Habitat Improvement - Reservoir rejuvenation and enhancement, stream bank stabilization, construction of fish ponds and spawning riffles, access trails for the disabled and fish viewing stations.

Threatened, Endangered, and Sensitive Species Habitat Improvement - Protection and enhancement of required habitats, including breeding and nesting sites, feeding areas and escape cover, protection from adverse developments and disturbing human activities.

Timber Stand Improvement - Treatment of timber stands to remove excess and competing vegetation to improve species composition, quality, growth rates, vigor and resistance to attacks from insects and diseases. Treatments are generally labor intensive as they favor the enhancement of selected trees.

Insect And Disease Control - The Forest Service provides protection and control services from insects and diseases on both Federal and non-Federal lands. Work includes suppression of pests such as the gypsy moth, southern and mountain pine beetles, and the tussock moth.

Minerals (Inactive Mine Rehab) - Work includes stabilization of mine waste dumps and spoil piles, and the elimination of acid and other pollutants from abandoned and inactive mines or oil and gas wells.

Fuels Management - Treating fuels through prescribed burning and other methods to reduce fire hazard and the severity of fires that do occur. This also greatly enhances the vigor and healthiness of treated areas. Excellent opportunity to hire displaced loggers in the Pacific Northwest and to fully employ Native Americans now used only as emergency firefighters.

Administrative Facilities - Pertains to office buildings, warehouses, and living quarters that are primarily needed to administer the National Forests, rather than serve the public. Includes repair and maintenance in the short term and new construction for long term projects.

Research Facilities - Repair, maintenance, upgrade, and improvements to laboratories and support buildings. Includes providing access for disabled persons, gender separation of restrooms and sleeping facilities, and correcting health and safety deficiencies. Longterm activities include new construction where required.

Roads and Bridges - Addresses deferred maintenance of transportation infrastructure and new construction essential for public recreation, access for the disabled, fire control and other activities. This work will reduce negative environmental impacts of roads and bridges and increase the safety and enjoyment of persons accessing and traveling on the National Forests.

Dams - Work includes maintenance, repair, and rehabilitation to meet current dam safety requirements. Dam work will safeguard the public and reduce future costs of these facilities.

Recreation Facility Backlog - Rehabilitation, repair, and reconstruction of recreation facilities and sites to restore them to the established standard. Includes work to meet current legal, safety, or sanitation standards, restoration of soil and vegetation, and elimination of facilities and restoration of site.

Trail Backlog - Maintenance and reconstruction to restore trails to assigned standards. This is one-time restoration and repair to correct maintenance that has been deferred in the past. Include realignment of segments, upgrading to accommodate different uses, and obliteration of unneeded trails.

Recreation Operations and Maintenance - This activity includes the day-to-day care and operation of developed recreation sites cleaning, painting, routine maintenance, solid waste disposal, and other operational tasks are included. A mix of skilled and unskilled labor can be effectively utilized. Increased attention over current budget levels is needed to prevent deterioration of facilities and to avoid potential health and safety problems.

Land Line: Boundary Survey & Marking - Only 38% of the 272,409 miles of Forest Service property have been properly established. This proposal would accurately locate the legal boundaries between National Forest and private land ownership. Work would enhance private sector employment of survey and engineering firms.

Establishment and Remeasurement of Forest Inventory Plots - Establish and extend permanent field plot grid in the western United States so that both commodity and noncommodity value statistics would become available on all forest land regardless of ownership and management status. These statistics are necessary in carrying out needed long term research studies and for making decisions on the sustainability of the forest ecosystems and a basis for rational resource decision making.

Post Graduate Training Program - Would provide two-year intern jobs to individuals who have graduated from college and graduate school but are unable to find their first professional position. Working with professionals in the USDA Forest Service, this experience would provide post graduates intimate knowledge in resource management and research problem solving and build society's human capital to solve future resource problems.

Urban and Community Tree Planting and Care - Establishment and maintenance of trees in urban areas. Includes various arboricultural practices, such as planting, cabling and bracing, watering, pruning, fertilization, insect and disease control, and related survey work to determine tree condition classes and care needs. An excellent opportunity to put people to work where they live at low cost since there is no need to provide lodging and meals, and transportation is local.

Reforestation and Timber Stand Improvement on Nonindustrial Private Lands: To demonstrate U. S. commitment to world leadership in forestry, ensure an adequate timber supply, to sequester atmospheric carbon dioxide, and to provide employment in rural areas. Includes tree planting and methods to enhance natural regeneration of forest stands following timber harvest, and cultural activities to improve species composition, spacing, growth and vigor of nonindustrial private forests.

Timber Bridges - Installation of new modern timber bridges and the replacement of existing structurally deficient and functionally obsolete bridges with local labor to improve transportation infrastructure in rural areas. Almost one-half (215,398) of rural bridges greater than 20 feet in length in rural America are deficient.

JOB CORPS CIVILIAN CONSERVATION CENTERS

SIGNIFICANCE

Nationally, 33 percent of young people in this country drop out of school. Major vocational training, education alternatives and social skills development are needed to assist disadvantaged youth from both urban and rural communities. These “at-risk” youth often lack counselling, health care, and on-the-job experience needed to gain the self esteem required to become productive, tax paying citizens. Young men and women ages 14 through 22, typically from debilitating environments who are relocated to residential centers, benefit from intensive vocational, academic and social skills training in a natural resource conservation environment.

CAPABILITY

Job Corps, started in 1965 as a part of the Great Society program, is recognized as one of the most successful youth initiatives in the Nation. The 1990 Department of Labor, Office of the Inspector General (OIG) study of the Job Corps Program reported that for every dollar invested, the return to the public is one dollar and forty six cents, or 146 percent.

Ironically, less than 5 percent of the nation's 14 to 22-year-old youth, who are eligible for Job Corps, participate. The proven capability of Job Corps Program to improve students' skills in reading, mathematics, personal health, work attitudes, and consumer awareness are well known. High school equivalency classes are provided to enable students to obtain a high school diploma or General Education Development (GED) certificate. Linkages with universities allow selected Job Corps graduates to gain pre-forestry training to allow students skills to directly enter freshman university forestry curriculum, with tuition support. Education classes also include World of Work, Health Education, Computer Literacy, and Drivers Education. Most students qualify for and obtain a driver's license necessary for most job placement.

Civilian Conservation Centers provide vocational training in carpentry, painting, welding, electrical work, masonry, heavy equipment operation, building and apartment maintenance, landscaping, as well as computer operation, typing, culinary arts, and pre-forestry. Students learn practical work skills and social orientation working in teams to complete conservation or construction projects on National Forests and for local communities to enhance or upgrade public facilities. National business and labor organizations are key partners who provide vocational training, participate in curriculum development, and provide apprenticeship placement assistance. They also supervise work projects, and certify apprentice training.

Social Skills training is provided through role model leadership by the staff and through structured classes. Students learn personal hygiene, problem solving, anger control, conflict resolution, work ethic and dependability, interpersonal skills, and other life skills necessary to be productive members of society.

Eighty-two percent of students who completed the one to two year Conservation Job Corps program have become successful job placements and tax paying citizens earning on a national average 15 percent more per hour than non Job Corps youth (Department of Labor, OIG report of 1990 program year). A most important result of the Job Corps training is gaining confidence and self-esteem needed to get and hold a job that exceeds the poverty level.

Expansion of Existing Centers: Capacity on the current 18 Civilian Conservation Centers operated by the Forest Service is 3,893 students. These Centers have the capability to expand by 968 students within one year, by adding another dormitory to each Center. This would raise the capacity at these centers to 4,861 students. Current costs divided by student capacity for FY 92 shows cost per student at about \$16,500. Increased student capacity to 280 per center will bring average costs to \$14,300 per student due to increased economies of scale. Based on 1992 dollars, costs for expansion of existing Centers are as follows:

One-time Capital Investment costs for new dormitory and training space	\$31,338,900
Annual costs for staff and student services	\$13,876,400

New Centers: The potential exists, with local public support, to add 32 new Civilian Conservation Centers with a capacity of 280 students each, or 8960 new students. Each new Center could be constructed either through private sector contract, or over the short term, by bringing trailers and modular facilities to a site. Permanent structures could be built by the Job Corps students over time as part of their vocational training. Based on 1992 dollars, costs to establish a new Center are as follows:

One-Time Costs	Contracted Structures	Install Temporary Structures
Site/Buildings	\$15.0 million	\$7.0 million
Start-up Costs for Vehicles, Training, VST Equipment, etc	\$1.0 million	\$1.0 million
Program Admin.	\$1.0 million	\$0.5 million
Initial Investment	\$17.0 million	\$8.5 million
Total Costs-32 Centers	\$544.0 million	\$272.0 million

Annual Operating Costs

Staff Sal/Student Serv.	\$4,500,000
Program Admin-6%	270,000
Annual Costs Per Center	\$4,770,000

Projected annual operating costs

--32 New Centers--- \$152,640,000

The above estimates for both expansion of existing Centers and establishment of new Centers do not include Student Allowances; i.e., stipends, travel, and readjustment. As female enrollment increases, some Centers may also need to develop day care facilities or accommodations for women with small children.

New Vocational Offerings: The majority of the additional students would be female, making women approximately 50 percent of the student population. New training programs offered would attract women and provide a viable living wage. Workforce projections indicate jobs of the future will require a higher level of technical skills. The Department of Labor will have to do a "State of the Art" search to identify those industries lacking skilled workers. Those are the vocations that should be considered for inclusion in the Vocational Training programs on the new Job Corps Centers. Possible opportunities include:

- Urban Forestry
- Hazardous Waste Technician
- Passive Solar Technician
- Computer Maintenance or Repair
- Emergency Medical Training
- Pre-Law Enforcement

FOREST SERVICE EXPERIENCE

The Forest Service leads in the operation of social training programs beginning with the Civilian Conservation Corps (CCC) Program of the 1930's through the current Job Corps Program. Conservation Centers have made a significant impact over the past 60 years in the investment of a better trained and skilled workforce. International competition, expansion of new and complex technologies in the workplace, and a dynamic labor market will continue to require a better trained and skilled youth to maintain our competitive edge as we move toward a world economy. One of the greatest challenges are youth who have dropped out of school with no opportunities to move into the workplace, or institutions of higher learning, or to the Military service. For the past 27 years the Forest Service Job Corps Program has met this challenge for thousands of students.

In 1964, Congress authorized the Job Corps program under the Office of Economic Opportunity (OEO). By the fall of 1965 the Forest Service, in partnership with the OEO, had 48 Job Corps Civilian Conservation Centers open and operating in 30 states with over 10,200 youth trained annually. These Centers provided educational, vocational, and social skills training. The students gained their skills in the construction of needed but unfunded recreation, conservation, and administrative projects and facilities on public lands and in local communities. In 1969, the number of Civilian Conservation Centers operated by the Forest Service was reduced to 18 Centers in 12 States serving close to 4,000 students, which is still the number operated today.

The 18 Centers currently operated under a cooperative agreement and grant with the Department of Labor are:

NAME	LOCATION		STUDENT CAPACITY	
	CITY	STATE		
Anaconda JCCC	Anaconda	Montana	Co-Ed	224
Angell JCCC	Yachets	Oregon	Co-ed	216
Blackwell JCCC	Laona	Wisconsin	Co-Ed	224
Boxelder JCCC	Nemo	South Dakota	Co-Ed	208
Cass JCCC	Ozark	Arkansas		224
Curlew JCCC	Waconda	Washington	Co-Ed	198
Flatwoods JCCC	Coeburg	Virginia		224
Frenchburg JCCC	Mariba	Kentucky	Co-Ed	168
Golconda JCCC	Golconda	Illinois	Co-Ed	230
Jacobs Creek JCCC	Bristol	Tennessee		224
Lyndon B. Johnson JCCC	Franklin	North Carolina	Co-Ed	205
Ouachita JCCC	Royal	Arkansas		187
Pine Knot JCCC	Pine Knot	Kentucky		224
Pine Ridge JCCC	Chadron	Nebraska	Co-Ed	224
Schenck JCCC	Pisgah Forest	North Carolina		224
Timber Lake JCCC	Estacada	Oregon	Co-Ed	234
Trapper Creek JCCC	Darby	Montana	Co-Ed	224
Wolf Creek JCCC	Glide	Oregon	Co-Ed	231

* NOTE * all Centers are moving into Co-Ed operation and are being converted for Disability Access.

Job Corps Program Accomplishments in Fiscal Year 1992 included:

- Number of General Education Diplomas (GED) earned----- 1,500
- Percentage graduated and placed in jobs----- 82%
- Value of work accomplished on public lands and in local communities----- 23,000,000
 - Facilities on public lands 15,760,000
 - Community projects 5,000,000
 - Wildfire protection 1,409,000
 - High priority natural resources projects 1,115,000

Examples of projects completed in cooperation with local communities are:

- Senior citizen recreation complex construction.
- Construction of public library.
- Sidewalk construction for local schools and townships.
- Restoration of historical sites and buildings.
- Construction or restoration of community recreation facilities.
- Site development for industrial parks.

Examples of projects completed on public lands partially funded through normal agency appropriations include:

- Construction of facilities on current Job Corps centers, including dormitories, recreation facilities, dining halls, education and vocational training buildings, and dispensaries.
- Construction of new ranger stations and reconstruction of existing stations.
- Construction of staff housing for Forest Service employees in remote locations.
- Construction of vehicle storage buildings, tree coolers; and shops on agency work centers.
- Construction and reconstruction of Forest and county roads.
- Emergency firefighting and natural disaster crews.

Vocational training offered at the Job Corps Centers includes:

- Union carpentry
- Union painting
- Union brick laying
- Union plastering
- Union heavy equipment
- Coyne American welding
- Home Builders Institute electrical, plumbing, building/apartment maintenance
- Cooking
- Clerical
- Pre-forestry

ENABLING LEGISLATION

Title IV, Part B, Job Training Partnership Act of 1982 (JTPA); 29 USC 1501: To assist disadvantaged youth to become more responsible, employable, and productive citizens. Year-round residential programs provide intensive educational, vocational, and social training. Acceptable social skills and attitudes are emphasized. Upon program completion, the students will have acquired attitudes, education levels, and job skills necessary to do one of the following: 1) obtain and hold a job at the entry level in a given field; 2) return to school; 3) enter into further vocational training; or 4) enlist in the military.

Proposed Change to Regulations:

Fund operating Federal agencies at a cost-per-student and staff-to-student ratio (comparable to Contract Centers) with 10 percent for program administration to effectively run the program.

JOB CORPS VOCATIONAL PARTNERS

- Home Builders Institute
- International Masonry Institute Apprenticeship and Training Programs
- International Union of Operating Engineers
- National Maritime Union of America
- National Plasterers and Cement Masons International Association
- Transportation-Communication International Union
- United Auto Workers
- United Brotherhood of Carpenters and Joiners of America
- International Brotherhood of Painters and Allied Trades
- Coyne America Welders

PROJECT DETAIL:

A. Job Corps Center Student Expansion Proposed

Region	Center	State	Capacity	Expansion	New Capacity
Region 1	Trapper Creek	Montana	224	56	280
	Anaconda	Montana	224	56	280
Region 2	Boxelder	South Dakota	208	72*	280
	Pine Ridge	Nebraska	224	56	280
Region 6	Angell	Oregon	216	56	272
	Curlew	Washington	198	56	254
	Timberlake	Oregon	234	56	290
	Wolf Creek	Oregon	231	56	287
Region 8	Cass	Arkansas	224	56	280
	Flatwoods	Virginia	224	56	280
	Frenchburg	Kentucky	168	56	224
	Jacobs Creek	Tennessee	224	56	280
	LBJ	North Carolina	205	0	205
	Ouachita	Arkansas	187	56	243
	Pine Knot	Kentucky	224	56	280
	Schenk	North Carolina	224	56	280
Region 9	Blackwell	Wisconsin	224	56	280
	Golconda	Illinois	230	56	286
Totals			3,893	968	4,861

* Boxelder could add 16 students now with no facility expansion.

B. Job Corps Center Expansion Cost Estimates

Capital Investment Costs Per Center:

Total Cost for 17 Centers

Dormitory	\$1,500,000	\$25,500,000
Education Expansion	45,000	765,000
VST Bldg Expansion	100,000	1,700,000
New VST Equipment	50,000	850,000
	\$1,695,000	\$28,815,000

Sewage Treatment Expansion (Needed at 3-4 Centers)	750,000
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6% Program Direction	\$101,700	\$1,773,900
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Total Capital Costs	\$1,796,700	\$31,338,900
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(Round to \$1.8 million per new Center)

Annual Operating Costs:

Staff Salaries:

Estimate of 12 new Staff for 56 Students
(Several Centers may also need
to add a Deputy Center Director)

4 Dorm Staff
2 Teachers
2 VST Instructors
1 Counselor
1 Administration Staff
1 Driver
1 Recreation Staff

Average Cost Per Staff Member:	\$40,500
Cost for 12 New Staff Members:	\$486,000
Cost for 204 New Staff for 17 Expanded Centers:	\$8,262,000

{ Student Services: }

Average Cost of Student Services per Student:	\$5,800
Cost for 56 New Students Per Center	\$324,800
Cost for 968 New Students for 17 Expanded Centers:	5,614,400

Total Annual Operating Cost Increase:

	<u>Per Center</u>	<u>For 17 Expanded Centers</u>
Staff Salaries	\$486,000	\$8,262,000
Student Services	\$324,800	\$5,614,400
Total Cost Increase:	\$810,800	\$13,876,400

Additional Info: Current Average Cost per student, based on review of several Center Operating Budgets, is \$16,500 per student.

C. New Job Corps Center Locations Proposed

Forest Service Region	No. of New Centers	State
Region 1	1	Idaho
Region 2	2	2 in Colorado
Region 3	6	3 in Arizona 3 in New Mexico
Region 4	2	Nevada Wyoming
Region 5	5	5 in California
Region 6	4	2 in Oregon 2 in Washington
Region 8	10	Florida Mississippi Tennessee Alabama Puerto Rico Louisiana Texas Virginia Georgia South Carolina
Region 9	2	Michigan Vermont
Region 10	0	
Total Centers	32 New Centers	

D. New Job Corps Center Cost Estimates for Construction

Site and Facility Costs:

Dormitory - \$1,500,000 each; 5 Dorms	\$ 7,500,000
Administration Building	500,000
Education	750,000
Warehouse	350,000
Dining Hall and Equipment	450,000
Sewage Plant	500,000
Gymnasium	500,000
Dispensary	350,000
Vocation Bldg - \$850,000 each; 3 Bldgs	2,550,000
Water System	500,000
Roads	500,000
Site Plan	200,000

Total for Site and Facilities \$14,650,000
(rounded to \$15,000,000)

Other One-Time Start-Up Costs:

Vehicles	\$250,000
Staff Housing	\$200,000
Vocational and Education Equipment	\$550,000

Total One time Start-Up Costs: \$1,000,000

6% Program Direction Estimate: \$1,000,000

Total Initial Costs for a New Job Corps Center - \$17,000,000

Total Costs for 32 New Job Corps Centers - \$544,000,000

** The above cost estimates were provided by Forest Service Engineering Staff and validated by discussion with DMJIM HBI Engineering Firm, the contractor for the Department of Labor.

WORK AND TRAINING FOR OLDER AMERICANS

SIGNIFICANCE

Older Americans make up the fastest growing segment of the American population. By the year 2,000, 25 percent of the civilian labor force is projected to be 55 years of age or older. Fifty-three percent of Americans over age 55 currently lack professional and technical skills to work toward meeting the growing needs of the nation's economy. At the same time, approximately 31 percent of older Americans live under the poverty line. They need sensitive training and job placement to supplement their income. All segments of the population benefit when older Americans are fully utilized, trained, and provided opportunities for life-long service.

CAPABILITY

The capability exists on public lands, and through Forest Service programs, to sponsor, develop skills, and employ older Americans on projects sensitive to their physical abilities.

Examples of work areas include:

- Watershed, range, and wildlife habitat
- Facility maintenance - (administrative buildings, research buildings, roads and bridges); recreation sites
- Natural resource field inventories
- Computer operation and service
- Urban and community tree planting and care

There are both *short and long-term public benefits* to increasing the older American workforce.

In the *short-term*, the Forest Service component of the Senior Community Service Employment Program (SCSEP) enrollment could be doubled quickly on public lands with work projects that both utilize current skills and offer opportunities to grow. SCSEP part time work has the capability to improve communities and public lands in 38 states, the District of Columbia, and the Commonwealth of Puerto Rico. Based on 1992 costs, doubling the SCSEP enrollment from the present 6,000 to 12,000 will cost \$52.5 million but provide accomplished public works valued at over \$81 million yearly.

Long-term benefits encompass increasing skills needed for full-time employment, stimulating the economies of local communities, and moving people from entitlement programs into the private and public sector workforce. An important part of older worker sponsorship is through working with senior citizen advocacy groups, local civic organizations, and others within communities to assist with job placement and social service assistance. Placement of older Americans stimulates the interest in enrollment by many others.

The Forest Service can utilize the skills of older adults also in cooperation with other programs. For example Older adults can serve as crew leaders, mentors, and supervisors to younger workers, in:

- Youth Conservation Corps (YCC)
- Volunteers programs
- Job Corps
- Local prisoner and court referral workers.

A special legislative authority for full time public works employment of older workers could be fully utilized for work on National Forest lands and most programs of the Forest Service. The potential exists to provide full time work for many additional thousands of older Americans with direct benefit to the economy.

FOREST SERVICE EXPERIENCE

The Forest Service has been an active sponsor of the SCSEP for over 20 years. During that time older Americans have contributed to a strong work ethic, rich diversity, hands-on abilities, dedication, and pride to the workforce. The SCSEP workforce in recent years has included 60 percent males, 40 percent females, 4 percent persons with disabilities, and 22 percent minorities.

Over this 20-year period Forest Service SCSEP has accomplished \$422 million in resource and conservation work that would not have been done otherwise. Range of work includes administrative and clerical support; camp ground hosts; supervisors and mentors to younger workers and students; and direct work in recreation, fish and wildlife, range and timber, water and soil, landscape, trail and facility maintenance, research plot maintenance, and instruction in functional arts and crafts in Job Corps.

ENABLING LEGISLATION

The Older American's Act was re-authorized in September 1992 through 1995. The SCSEP's authority is vested in Title V of the Older Americans Act of 1965, as amended (42 U.S.C. 3056). The Department of Labor is the Administrator and funding source for the SCSEP.

Legislation is needed to establish a public works program that will give the Forest Service the authority to hire older Americans on a full time basis without limitations.

PROJECT DETAILS

The Forest Service program comes through an Interagency Agreement with the Department of Labor. DOL grants are based upon states and counties eligible seniors who meet not more than 125 percent of the poverty guidelines. The Forest Service is the fifth largest sponsor with 8 percent of enrollees nationwide. 1992 Senior slots for part time workers in the Forest Service were as follows:

Project Sites	Slots Allocated by State-(1992)
Alabama	86
Arizona	134
Arkansas	106
California	505
Colorado	117
District of Columbia	8
Florida	124
Georgia	129
Idaho	125
Illinois	62
Indiana	40
Kentucky	108
Louisiana	93
Maine	7
Michigan	107
Minnesota	134
Mississippi	152
Missouri	126
Montana	58
Nebraska	15
Nevada	40
New Hampshire	28
New Mexico	158
North Carolina	302
Ohio	38
Oklahoma	29
Oregon	179
Pennsylvania	71
Puerto Rico	97
South Carolina	98
South Dakota	24
Tennessee	141
Texas	88
Utah	161
Vermont	27
Virginia	145
Washington	161
West Virginia	83
Wisconsin	136
Wyoming	66

YOUTH TRAINING/WORK EXPERIENCE

SIGNIFICANCE

Urban and rural youth 15 to 24 years of age need jobs, training, and developmental experiences. Some 33 percent of American youth are dropping out of high school today. Many are "at risk" while many more are without the opportunity for skills training and work experience.

A critical need exists:

To provide meaningful employment and develop employable skills, regardless of sex, social, economic, ethnic and racial, or disability classification.

To develop, conserve, and maintain public lands and waters of the United States.

To develop self esteem and leadership skills among youth, and increase their natural resource understanding and appreciation.

CAPABILITY

Public lands offer great capability to provide gainful employment and skills development during the summer months for American Youth ages 15 to 18 and, employ out of school youth 18 to 24 on a year around basis.

Work projects are available immediately in all natural resource areas. For example, recreation facilities developed in the 1930's by the Civilian Conservation Corps (CCC) need extensive repair or rehabilitation. Many hundreds of miles of trails need tread restoration or drainage structures installed. The construction of check dams, planting of vegetation on eroding stream banks, and the seeding, mulching and fertilizing of bare soil on steep slopes will result in wetland and fish habitat improvement. Wildlife habitat enhancement opportunities also exist. Basic inventory of natural resources are also needed and could be initiated immediately.

Youth Age 15 to 18

The Youth Conservation Corps (YCC) was established to provide young men and women ages 15 to 18 an opportunity to work, earn and learn during the summer months. Terms of employment under the YCC are limited to ninety days per year to support young people who need work. Funding has been limited to Forest Service appropriations since 1980 and is currently 12 percent of the 1980 peak of 10,800 youth who worked in over 200 Forest Service locations across the country. The capability continues today to provide opportunities for 35,000 youth within public land agencies at an average cost of \$5000.00 per youth (total \$175 million).

YCC programs can be carried out in either a residential or non-residential setting. The summer time frame permits the establishment of temporary camps close to work projects using tents or trailers. Support services can be contracted with the private sector or in cooperation with school districts, military units or other entities. Residential camps can serve work areas over an hour's commute from urban areas where employment needs are the greatest.

Youth Age 18 - 24

Unemployment among youth 18 to 24 during July to September, 1992, was 15.2 percent according to Bureau of Labor statistics. Youth, often "at risk" in inner cities and on American Indian reservations, have a much higher rate of unemployment. These individuals, employed under a Conservation Youth Training/Work authority, could accomplish thousands of identified projects needed on public lands. Participants would accomplish unfunded conservation work, earn a salary, and gain positive social skills and work experience. During 1980, the peak year of the Young Adult Conservation Corps (YACC) program under P.L. 95-93, 57,865 youth completed 13,275 person years of conservation work with an appraised value of \$155.5 million through Forest Service and State Grant programs. Legislative authority for YACC has expired and could be reauthorized.

Work training for 18-24 youth can be residential or non-residential. A year long program requires substantial investment in residential facilities. Cost to establish new camps serving about 50 coed youth is about \$2.5 million per site. A survey in the summer of 1992 identified the potential for 23 residential facilities on National Forests at other public facilities within a one hour drive of National Forests. Costs for adapting existing sites will vary depending on the condition of existing structures and the requirements for new ones. Once facilities are in place annual program operating expenses will be \$1.7 million for 50 co-ed youth. Non-residential camps can be located in both urban and rural environments within commuting distance of public lands.

In 1993, using existing hiring authority, approximately 12 residential locations and an estimated 100 non-residential program sites can be established. Long term investment in facilities is needed to expand the capability for additional residential programs. In addition, for every four youth enrolled in a residential program, and every eight youth in a non-residential program, one crew leader would be employed.

A post graduate training program could also provide up to two year intern job experience to those individuals that have graduated from college and graduate school but are unable to find their first professional position. Working with Forest Service professionals at field locations and research laboratories, post graduates could receive working knowledge of resource management and research problem solving.

Additional natural resource investments can be made in all these areas with sufficient lead time to complete the project design and environmental analysis as a part of the project decision making process. This could involve local residents, companies and governmental agencies in the planning and perhaps the installation of new facilities, or improvements, to public lands and waters.

FOREST SERVICE EXPERIENCE

Forest Service experience began 60 years ago with the CCC and has continued through a variety of work/training programs including Youth Conservation Corps, Young Adult Conservation Corps (YACC), Job Corps Conservation Centers, Environmental Education Camps, and Opportunity Los Angeles.

The YACC program (now expired), authorized under CETA legislation (P.L. 93-203 and P.L. 95-93) resulted in over \$888 million between 1978 and 1982. Under this program over a quarter million youth between the ages of 16 and 24 were provided work and learning opportunities on federal and state lands. The Forest Service portion of the program involved over 100,000 youth and accomplished over \$330 million in appraised value in natural resource conservation projects. This investment represented a return of \$1.20 for each dollar spent in program administration.

ENABLING LEGISLATION

YCC authority for age 15 through 18 youth currently exists. Program expansion can occur within 60 days of funding appropriation.

Significant Training/Work for youth 18 to 24 years of age would require special legislation similar to P.L. 95-93 (YACC) to take advantage of our nation's capabilities to provide youth work and conservation education on public lands. Such authority could establish credits to be applied toward advanced education or to reduce an outstanding student loan.

Post graduate internships could be funded under special university grants or as part of a new YACC type authority.

PROJECT DETAIL

Background on YCC and YACC camp operations is available. The potential support facilities for residential youth camps off the National Forest identified in summer 1992, would require detailed resurvey and a careful engineering analyses to determine their acceptability as safe student housing. The initial information obtained in that effort is available in the Washington Office Human Resource Programs Staff unit.

PUBLIC/PRIVATE COOPERATION

SIGNIFICANCE

Public and private jobs are stimulated through partnerships and other cooperative relationships. The Forest Service is uniquely positioned to increase cooperative relationships that can provide ample opportunity for Americans to participate in natural resource management. Public participation includes:

- carry out work, where mutually compatible missions and goals exist, which may include activities on public lands. (Commonly referred to as partnerships by the Forest Service)
- providing Federal assistance to support and stimulate activities of others which are compatible with the Forest Service mission and accomplished for the public good.

CAPABILITY

Through partnerships with public and private organizations, the Forest Service can stimulate approximately \$400 million in public works on both Federal and other lands. In 1991, this figure was \$195 million including \$125 million to communities through State grants. These grants, matched on a 50/50 basis, produced nearly 20,000 jobs. The following are examples of work that can be accomplished:

- Replacing bridges-funds through the Forest Service to States and local governments can be provided to replace bridges using renewable timber resources and local skilled labor in this existing program. It is estimated that 250,000 county bridges over 20 feet in length need replacement in the United States. A modest program of 2 bridges per county at \$40 thousand each would create a \$250 million program that could start up rapidly.
- Restoring our roads and trails-the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 could be implemented using a variety of means that would put people to work. Individual states currently have authority under the roadside beautification portion of the Act to spend \$24 million a year. These can be utilized for tree planting, trails, and other activities to stimulate jobs at the local level.

- Participating in natural resource management and rural community service—Americans could be given this opportunity in a program modeled after the Peace Corps utilizing their expertise. This might be developed as a method for individuals to repay their student loans.
- Encouraging students and teachers to use the natural environment as an on-going learning laboratory—a much broader partnership between Colleges/Universities and the Forest Service could be developed. High school science classes could enjoy the same kinds of benefits by similar participation.
- Traveling to participate in natural resource projects—Eco-tourism would be a new program to bring together tourists (to assist in an archaeological dig, for example), the travel industry (trip planning/marketing), and small communities providing support for the participants (lodging, meals). The latter two benefiting by increased revenues.

A partnership is defined here as a voluntary, mutually beneficial arrangement with a private or government entity or individual for the purpose of accomplishing an agreed upon objective, consistent with the agency's mission.

Partners can contribute funds, perform work, and/or provide in-kind services. In many cases, the Forest Service lands are provided as the base for other entities to accomplish their program objectives.

Partnerships can leverage limited federal budgets to accomplish more work and/or higher quality projects than could be accomplished by Federal efforts alone, creating a climate of cooperation for public benefit. Developed under specific written agreements, partnerships cover a wide spectrum of activities such as conservation work on National Forests, cooperation with minority groups and educational institutions, and serving as "host" for other's programs.

Groups and individuals should be encouraged, and given an opportunity, to sponsor youth through individual contributions. These organizations and individuals would be encouraged to establish a continuing relationship with the youths until they become successful adults.

Additionally, the National Forest Foundation (NFF) chartered by Congress in 1990 to encourage, accept, and administer private gifts or money in support of Forest Service programs, is an excellent example of fostering partnerships. Such cooperation is an effective mechanism to encourage partnerships for specific projects.

Federal assistance, through a grant or cooperative agreement, can provide financial, technical, educational or related support or stimulation to a cooperator's program. Several existing programs authorize the Forest Service to provide Federal assistance to States, individuals, and other entities to accomplish work in both rural and urban areas. This work is generally ecosystem oriented and may include tree planting, water quality improvement work, forest health and other efforts.

Increased authority for work that may be off National Forests and funding for program administration and planning for partnerships would increase work accomplishment through these programs. Funding costs of 3-20% are needed, depending upon whether work is flow-through Federal assistance or direct partnership work.

FOREST SERVICE EXPERIENCE

Forest Service partnerships and Federal assistance to various entities through grants and cooperative agreements currently number over 2200, with work accomplished at some \$195 million (1991).

Partnerships have program planning and administration costs, typically averaging 3-20 percent provided from different program appropriations. The benefits far outweigh this investment.

Several examples of successful partnerships are:

- Cooperation with the State of South Dakota to convert an old railroad grade into a hiking trail that is, in part, on Federal land and provides access to trails on Federal land.
- Projects with the Girl Scouts of America such as river clean ups, tree planting, and trail maintenance.
- Construction of a pavilion in a Forest Service picnic area in cooperation with an Asian-American club where the club donated all materials and labor and built the pavilion to Forest Service specifications.
- Cooperation with a Tribal Government to provide an environment for the Tribe to accomplish their workforce and skills training goals while accomplishing Forest Service work.
- Cooperation with the Federal Bureau of Prisons to allow minimum security inmates to complete construction work projects.
- Partnerships with State Conservation Corps and Student Conservation Association for training, work project accomplishments.

In Fiscal Year 1991 the Forest Service funded \$125 million of assistance to State and local governments. With Federal assistance, the Forest Service typically serves as a conduit for funds being funneled to States and local governments; administrative costs are low, around 3-5%. Several examples of successful activities through Federal assistance include:

- Forest Service sponsorship of a workshop with other Federal agencies to encourage collaborative action at State and community levels.
- Grants to selected communities to support their program to diversify their economies.
- Competitive scholarships for minority students majoring in natural resource related fields at accredited Universities and Colleges.
- Grants provided to local communities to plant and care for 26 million trees.
- Development of an Urban Forestry curriculum leading to a Bachelors Degree at Southern University, one of the traditionally black colleges.

ENABLING LEGISLATION

Current legislation is adequate for the short term in all areas. However, a Forest Service taskforce concluded that while Congress has provided emphasis for use and implementation of partnerships through legislation, revised or new Departmental regulations are needed to realize their maximum potential.

Key constraints are current prohibitions on soliciting money from non-Federal sources on behalf of the agency, and prohibitions on accepting gifts and contributions from entities engaged in business or contractual relationships with the agency. Also, broader authority to operate programs on and off National Forests is needed.

In addition to proposing expanded Departmental policy, the Forest Service is working with the USDA Office of General Counsel to develop policy and procedure for implementing Challenge Cost-share legislation in anticipation that such legislation will be enacted and broaden our authorities.

PROJECT DETAIL

Existing projects listed under the Capability section can easily be expanded and implemented in the short term. New programs may need some start-up time to develop relationships with partners and/or to establish written agreements and do project planning.

VOLUNTEER PARTICIPATION

SIGNIFICANCE

Americans demonstrate a tremendous willingness to volunteer their time, skills and interests toward natural resource conservation and improving the environment. In addition, the more people participate in programs and activities sponsored through Government, the better the product and public understanding. Natural Resource Conservation and public lands provide many opportunities for volunteerism from Recreation/Tourism activities to Fish Habitat improvement. Volunteers should be encouraged and assisted to participate in nearly every conservation related program.

CAPABILITY

An aggressive outreach program dedicated to the recruitment, training and management of volunteers can increase to 200,000 the number of participants assisting all programs of the Forest Service. This level of participation over the next three years could produce 5,000 person years of work valued at \$82 million. Program administration costs of \$5,000 for each person year, or \$25 million annually, is needed to identify projects, provide oversight, quality control, reporting, and to assure the adequacy of volunteer safety and health.

With few exceptions, volunteers, both skilled and unskilled, offer a wide range of support and public benefits to the conservation effort. They can participate in management, planning and local decision making. Depending upon the arena, each offers different benefits. In the education arena interns and teachers become volunteers to further their own education, or to provide a public service outlet. Especially in the case of educators, one volunteer can multiply the public participation by as many students as he or she contacts. Scientists, whether from the private or the public sector, are another group of people who can make significant contributions to natural resource conservation. They offer advanced knowledge and innovation that increases skills and activities that improve the management of public lands. Other examples include volunteers in public information, trail maintenance, Scouts training, and use of volunteers as Campground Hosts.

Volunteers, greatly assisting the present workforce, can significantly enhance the amount and quality of work of the Forest Service. For example, population studies to assist a wildlife biologist prepare species management plans are needed but current staff are not available or funded to handle.

FOREST SERVICE EXPERIENCE

For several years the Forest Service has managed a Volunteer Program, that has grown year by year. In 1992 the Forest Service utilized 109,000 volunteers who generated 2577 person years of work valued at \$41 million. With the investment of appropriated Program Administration funds the capacity for program expansion can be doubled. The cost of project identification, oversight, quality control requires an investment of \$5,000 annually per one full year of volunteerism.

Part of the volunteer program includes the very successful Touch America Project. This program introduces young 14 to 17 age school youth to the National Forests through volunteer projects that both accomplish work and provide environmental education. In FY 92, 4,641 youth participated.

Through grants to States in FY 91, the Forest Service, charged with helping local groups and private land owners, has stimulated volunteers to plant 26 million trees on non Federal Lands. This massive community effort involved both individuals, groups and organizations.

ENABLING LEGISLATION

Volunteer Program authority comes through the Volunteers in the National Forest Act of 1972. The Act gives formal and permanent authority for the Forest Service to accept the services of volunteers without incurring a liability for wages. That act also provides authority to reimburse volunteers under Tort Claims and Workman's Compensation regulations.

Increased Volunteer participation is limited due to costs of program administration that currently must come from other appropriations. Funding authorization of \$5,000 per volunteer person year is needed to identify projects, provide oversight, quality control, safety and health, and meet reporting requirements for the program.

PROJECT DETAIL

Attached data reflects volunteer participation since 1973 and for FY 92.

USDA - FOREST SERVICE
VOLUNTEER PROGRAM SUMMARY OF ACTIVITIES
FY 1973 - 1992

<u>FISCAL YEAR</u>	<u>APPRAISED VALUE OF WORK</u>	<u>TOTAL PERSON YEARS</u>	<u>TOTAL PARTICIPANTS</u>	<u>TOTAL MALES</u>	<u>TOTAL FEMALES</u>	<u>TOTAL MINORITIES</u>
1973	548,042	116	2,209	1,664	545	223
1974	698,503	147	7,255	5,592	1,663	2,103
1975	1,154,814	250	6,373	4,453	1,920	923
1976	2,338,606	361	11,676	8,138	3,538	1,257
1977	2,835,439	512	10,949	7,944	3,005	1,295
1978	3,212,267	397	6,936	4,341	2,595	811
1979	4,700,304	569	12,294	7,305	4,989	2,118
1980	5,981,040	644	15,550	9,896	5,654	2,448
1981	8,279,951	761	16,445	10,997	5,448	2,206
1982	14,952,710	1,238	42,570	31,934	10,636	4,821
1983	21,087,616	1,700	44,212	30,939	13,273	4,467
1984*	24,148,167	1,784	43,496	30,002	13,494	4,767
1985*	21,963,026	1,787	45,907	31,001	14,906	4,139
1986*	22,950,009	1,847	51,720	36,022	15,698	3,750
1987*	23,803,011	1,827	57,299	40,323	16,976	3,777
1988*	25,826,014	1,921	65,060	45,101	19,959	6,966
1989*	29,058,193	2,225	67,356	47,952	19,404	5,096
1990*	30,151,437	2,083	97,227	67,957	29,270	7,797
1991*	33,843,246	2,186	94,585	63,116	31,469	7,979
1992*	41,157,275	2,577	108,977	72,143	36,834	9,962
TOTALS	277,552,475	22,335	699,119	484,677	214,442	66,943

*INCLUDES THE TOUCH AMERICA PROJECT (TAP) VOLUNTEERS

CONTACT: Don Hansen, HRP/WD (703-235-8855)

- 1992 -
VOLUNTEER & TOUCH AMERICA PROJECT (TAP) PROGRAMS
USDA - FOREST SERVICE

NUMBER OF PARTICIPANTS - 108,977 (15% INCREASE OVER FY 91)

NUMBER OF PERSON YEARS CONTRIBUTED - 2,577 (18% INCREASE OVER FY 91)

APPRAISED VALUE OF WORK ACCOMPLISHED - \$41,157,275
(22% INCREASE OVER FY 91)

TAP PARTICIPANTS (4.3%) - 4,641 (40% INCREASE OVER FY 91)

CHARACTERISTICS OF PARTICIPANTS:

A. WORK ACCOMPLISHED DISTRIBUTION BY RESOURCE CATEGORIES:

1. RECREATION	\$28,142,759	68%
2. FISH AND WILDLIFE MANAGEMENT	3,015,755	7%
3. RANGE MANAGEMENT	410,052	1%
4. TIMBER MANAGEMENT	1,037,911	3%
5. WATER AND SOIL	501,678	1%
6. FACILITIES CONSTRUCTION (OFF-CENTER)	278,444	1%
7. FACILITIES CONSTRUCTION (ON-CENTER)	71,730	1%
8. OTHER FACILITIES	1,388,344	3%
9. PROTECTION	869,309	2%
10. RESEARCH	1,639,240	4%
11. ADMINISTRATION	2,384,301	6%
12. ALL OTHER	1,417,752	3%
TOTAL	\$41,157,275	100%

B. AGE DATA:

	MALE	FEMALE	TOTAL	PERCENT
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UNDER 20 YEARS	34,062	15,440	49,502	45%
20-54 YEARS	28,868	15,922	44,790	41%
55 AND ABOVE	9,213	5,472	14,685	14%
TOTAL PARTICIPANTS	72,143	36,834	108,977	100%

C. RACIAL/ETHNIC DATA:

WHITE	65,513	33,502	99,015	91%
BLACK	1,723	777	2,500	2%
HISPANIC	3,043	1,470	4,513	4%
AMERICAN INDIAN/ OR ALASKAN NATIVE	1,090	668	1,758	2%
ASIAN OR PACIFIC ISLANDER	774	417	1,191	1%
TOTAL PARTICIPANTS	72,143	36,834	108,977	100%
PERCENT	66%	34%		100%



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